C: Director, Department of City Planning



To the Honorable Council City of Norfolk, Virginia

June 14, 2016

From:

George M. Homewood, FAICP, CFM, Planning Director

Subject:

Granby Development Certificate at 210 E. 22nd Street – The Monument Companies

Reviewed:

1 CoXIII

Ward/Superward: 4/7

Ronald H. Williams, Jr., Deputy City Manager

Approved:

Marcus D. Jones, City Manager

Item Number:

R-4

I. Staff Recommendation: Approval.

- II. <u>Commission Action:</u> By a vote of **7 to 0**, the Planning Commission recommends **Approval**.
- III. <u>Request:</u> Granby Development Certificate to permit the substantial renovation of a three-story, historic warehouse into a 36-unit multi-family building in the G-1 zoning district with no development waivers requested.
- IV. Applicant: The Monument Companies

V. Description:

- The site is located on the north side of East 22nd Street east of the Monticello Avenue service lane directly south of the Norfolk Southern railroad tracks within the Mid-Town Industrial Area.
- Given that no development waivers are requested, and that the proposed use is supported by the adopted Future Land Use Map and is permitted by-right within the G-1 zoning district, and since the proposed adaptive reuse of the historic warehouse is supported by the Preserving Our Heritage chapter of plaNorfolk2030, staff recommends approval of the Granby Development Certificate.

VI. Historic Resources Impacts

The site is not located within a federal, state, or local historic district.

- The building, historically known as the *British-American Tobacco Co. Warehouse/George G. Lee Co., Inc. Plumbing Supplies* building (Jacob Tevss architect and builder), was constructed in 1917, and is listed as a contributing resource within both the Williamston-Woodland Historic District and the Norfolk & Western Railroad Historic District.
- Both historic districts are listed on the Virginia Landmarks Register and the National Register of Historic Places.

- The building was approved as a historic resource by the National Park Service (NPS) and the Virginia Department of Historic Resources (VDHR) in 2014 and 2015.
- The applicant proposes to utilize State/Federal historic tax credits to rehabilitate the structure, converting the building into multi-family residential, which would require all improvements, modifications and alterations to be rigorously reviewed in order to be approved by the NPS and VDHR.

VII. Public Schools Impacts

This site is located within the Taylor Elementary School, the Blair Middle School and Maury High School attendance zones.

Staff point of contact: Matthew Simons at 664-4750, matthew.simons@norfolk.gov

Attachments:

- · Proponents and Opponents
- Staff Report to CPC dated May 26, 2016 with attachments
- Letter of support
- Ordinance

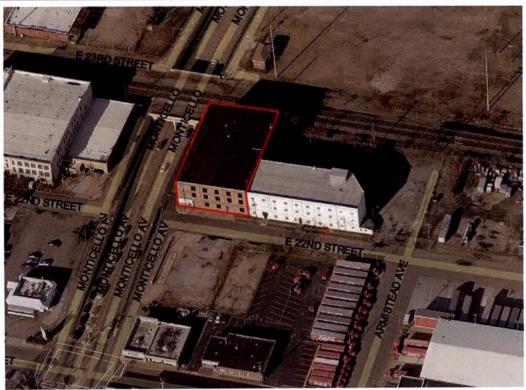


City Planning Commission: May 26, 2016

Executive Secretary: George M. Homewood, FAICP, CFM

Staff: Matthew Simons, AICP, CZA, CFM

Staff Report	Non-public hearing item		
Address	210 East 22 nd Street		
Applicant	The Monument Companies		
Request Granby Development Certificate		Convert existing warehouse to multi-family residential	
Property Owner	William T. & Charlene G. Reynolds		
	Site/Building Area	35,568/31,537 sq. ft.	
	Future Land Use Map	Multi-Family	
Site Characteristics	Zoning	G-1 (Granby/Monticello Corridor Mixed-Use) district	
	Neighborhood	N/A	
	Character District	Traditional	
	North	I-2 (Light Industrial): NS Railway, pump station, vacant land	
Surrounding	East	G-1: Industrial warehouse	
Area	South	G-1: Parking lot	
	West	G-1: Phase I of Monument proposal: 51 units	



A. Summary of Request

- The site is located on the north side of East 22nd Street east of the Monticello Avenue service lane directly south of the Norfolk Southern railroad tracks within the Mid-Town Industrial Area.
- This application is for a Granby Development Certificate to permit the substantial renovation of a three-story, historic warehouse into a 36-unit multi-family building in the G-1 zoning district with no development waivers requested.

B. Plan Consistency

- The proposed reuse of the structure is consistent with *plaNorfolk2030*, which designates this site as Multi-Family Residential, which permits multi-family.
- The Healthy and Vibrant Neighborhoods chapter of plaNorfolk2030 calls for the city to promote the transition of the Monticello-Granby Corridor to a higher intensity mix of development types (N5.1.18).
 - This chapter also includes an action for the Mid-Town Industrial Area calling for the city to encourage and market underutilized warehouse spaces for reuse (N5.1.16(b)).
- The Preserving Our Heritage chapter of plaNorfolk2030 calls for protecting Norfolk's historic resources, in part by encouraging the reuse of nonconforming historic structures.
 - Approval of the Granby Development Certificate will permit the project to move forward to pursue historic tax credits under the NPS/VDHR guidelines; saving the 99year-old structure from eventual demolition, which would be supported by plaNorfolk2030.

C. Historic Context and Impacts

- The building, historically known as the British-American Tobacco Co. Warehouse/George
 G. Lee Co., Inc. Plumbing Supplies building (Jacob Tevss architect and builder), was
 constructed in 1917, and is listed as a contributing resource within both the
 Williamston-Woodland Historic District and the Norfolk & Western Railroad Historic
 District.
- Both historic districts are listed on the Virginia Landmarks Register and the National Register of Historic Places.
- The building was approved as a historic resource by the National Park Service (NPS) and the Virginia Department of Historic Resources (VDHR) in 2014 and 2015; meeting the following applicable National Register criteria.
 - The property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

- The Williamston-Woodland Historic District is associated with events that have made a significant contribution to the broad patterns of our history:
 - Significant to the history of Architecture: significant given it's "Architecture as a densely built and intact railroad corridor industrial area..."
 - Significant to the history of Commerce and Industry: "related to the large number of light industrial and production facilities within the district and the story they tell of the movement of this type of business out of the historic downtown."
 - Significant to the Ethnic History (European): significant given the contexts of this building being associated with a "large number of intact buildings developed by the Margolius family, which was a leading Jewish family and leading business family in Norfolk and pioneered new methods of real estate development in the city"
 - Significant to the history of Transportation: significant given its "direct connection to the Norfolk & Western Railroad line and the story of the development of Lamberts Point and the Pocahontas coal fields"
- While the structure is designated as a contributing resource by the NPS and VDHR, the site is not located within a locally designated historic district or identified as a local historic landmark, and the design guidelines applicable within local historic districts do not apply to this structure.
- The applicant proposes to utilize State/Federal historic tax credits to rehabilitate the structure, converting the building into multi-family residential, which would require all improvements, modifications and alterations to be rigorously reviewed in order to be approved by the NPS and VDHR.

D. Zoning Analysis – Granby Development Certificate

i. General

- The site is zoned G-1; which permits multi-family by-right.
- A Development Certificate is required for any development or substantial renovation.

ii. Flood Zone

The property is located in the X Flood Zone, which is a low-risk flood zone.

iii. Development Standards

Maximum height:

- Maximum of 65 feet permitted.
 - Proposal conforms with the existing building height at 47 feet.

Building Placement – build-to lines:

- Along East 22nd Street, building must be located within ten feet of the property line, and shall conform to this requirement along a minimum of 65% of the entire length of the property line.
 - Proposal conforms with the existing building located within ten feet of the property line along 75% of the entire length of the property line.

Open space requirement:

- Minimum of 15% required.
 - Proposal conforms at 22%.

Off-street parking and loading requirements:

- The proposal will conform to the bicycle parking requirement of one space per four dwelling units, with at least six bike spaces proposed within the building.
- The development is required to provide at least one off-street parking space for each dwelling unit.
 - Proposal conforms with 44 off-street parking spaces provided.

Lot coverage:

- Maximum of 80% lot coverage permitted.
 - Proposal conforms with 31% lot coverage.

E. Public Schools Impacts

- The site is located in the Taylor Elementary School, the Blair Middle School and Maury High School attendance zones.
- School attendance zones include Taylor Elementary School (82% utilization), Blair Middle School (77% utilization) and Maury High School (95% utilization).
- Approximately 4 school aged children could be generated by the proposed development (0.1 school aged children per unit).
- Given the low number of potential students and the existing school capacity, no significant school impacts are anticipated.

F. Environmental Impacts

- The proposed multi-family conversion is currently being reviewed through the City's Site
 Plan Review process for the new parking lot, which will require all site development to
 adhere to the regulations of the Zoning Ordinance, including landscaping and buffering,
 vehicular circulation, and stormwater improvements.
- As part of the Site Plan Review process, a landscape verge with street trees will be installed in the right-of-way directly in front of the building façade along East 22nd Street.

G. AICUZ Impacts

N/A

H. Surrounding Area/Site Impacts

By requiring this use to conform to the condition listed below, granting the development certificate should not have a negative effect on the surrounding area.

I. Payment of Taxes

The owner of the property is current on all real estate taxes.

J. Civic League

- The site is not located within any civic league area.
- Notice of the request was given to the Ghent Business Association on April 13.

K. Recommendation

Given that no development waivers are requested, and that the proposed use is supported by the adopted Future Land Use Map and is permitted by-right within the G-1 zoning district, and since the proposed adaptive reuse of the historic warehouse is supported by the Preserving Our Heritage chapter of *plaNorfolk2030*, staff recommends **approval** of the Granby Development Certificate, subject to the following condition:

(a) The site shall be designed generally in accordance with the layout as prepared by Silvercore Land Development Consultants, dated April 7, 2016, attached hereto and marked as "Exhibit A," subject to any revisions required to be made by the City during the review by the City's site plan review process and building permit plan review process.

Attachments

Location Map

plaNorfolk2030 Future Land Use Map

Zoning Map

plaNorfolk2030 Action N5.1.16 for Mid-Town Industrial Area

plaNorfolk2030 Action N5.1.18 with proposed boundaries of Monticello-Granby Corridor

Application

Physical Survey

Conceptual Site Plan

Notice to the Ghent Business Association

Proponents and Opponents

Proponents

Chris Johnson – Applicant 1425 E. Cary Street Richmond, VA 23219

Opponents

None

05/25/2016 lds

Form and Correctness Approved

By Office of the City Attorney

DEPT.

Contents Approved: M. A.

ORDINANCE No.

AN ORDINANCE GRANTING A GRANBY DEVELOPMENT CERTIFICATE TO PERMIT THE RENOVATION OF AN EXISTING WAREHOUSE TO PROVIDE RESIDENTIAL DWELLING UNITS ON PROPERTY LOCATED AT 210 EAST $22^{\rm ND}$ STREET.

NORFOLK, VIRGINIA

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That a Granby Development Certificate is hereby granted to permit the renovation of an existing warehouse to provide 36 new residential dwelling units on property located at 210 East 22nd Street. The property to which the Certificate applies is more fully described as follows:

Property fronts 230 feet, more or less, along the northern line of East $22^{\rm nd}$ Street beginning 90 feet, more or less, from the eastern line of Monticello Avenue and extending eastwardly; premises numbered 210 East $22^{\rm nd}$ Street.

Section 2:- That the Council expressly finds that waivers from the requirements of §§ 10-16.(e) and 10-16.9(f) of the Zoning Ordinance of the City of Norfolk, 1992, (as amended) regarding fenestration and required use of ground floor areas are appropriate because the application submitted, while not strictly in accord with certain general regulations, meets public purposes, is not contrary to planning principals contained in the adopted general plan of Norfolk, and provides public protection to an equivalent or greater degree and provides public protection to an equivalent in the particular and also because, greater degree; circumstances of the case, strict application of these regulations is not necessary for the accomplishment of public purposes or the provision of public protection at this time or in the future; wherefore such waiver is hereby granted.

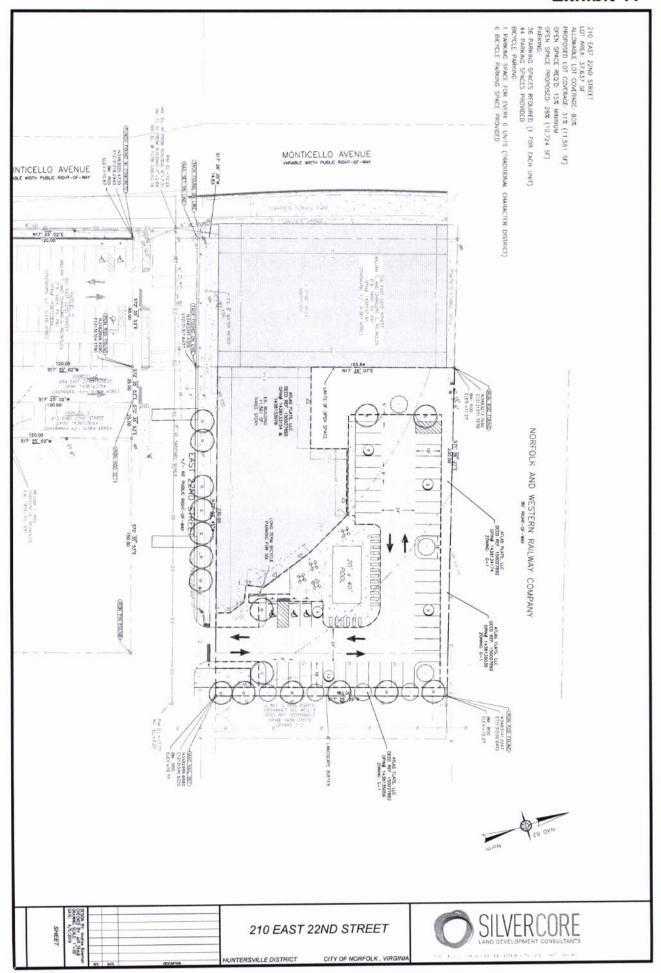
Section 3:- That the Granby Development Certificate granted hereby shall be subject to the following condition:

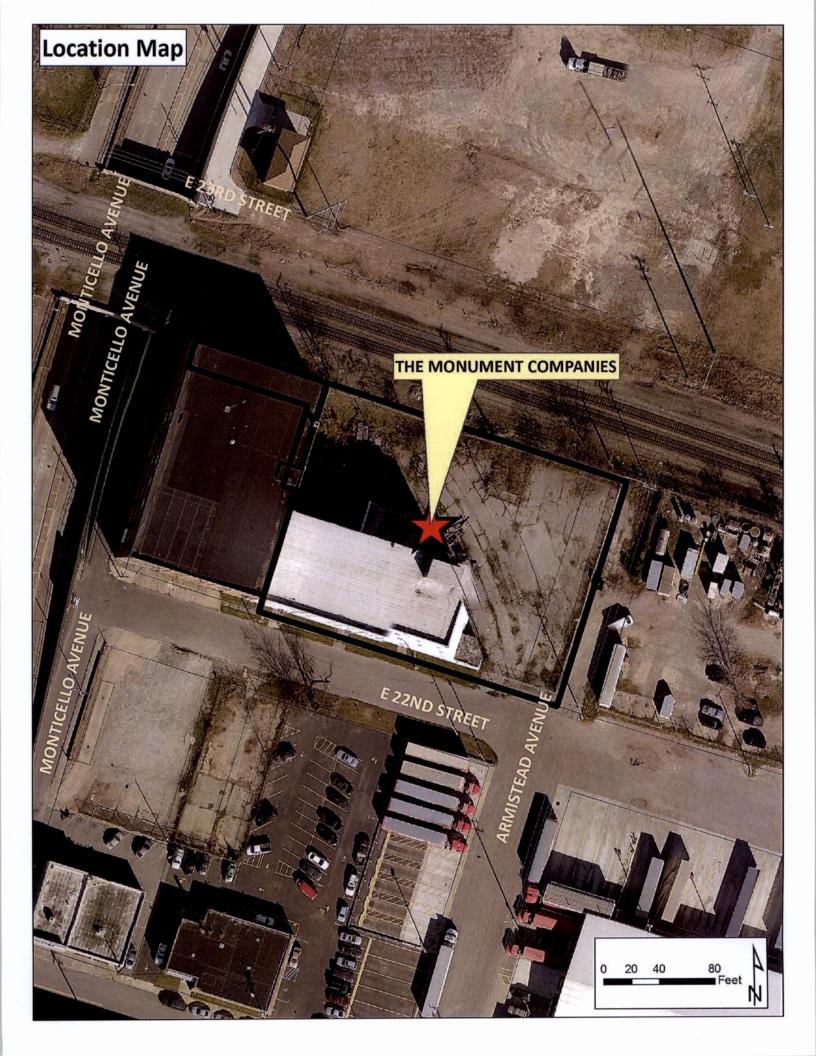
(a) The site shall be designed generally in accordance with the layout as prepared by Silvercore Land Development Consultants, dated April 5, 2016, attached hereto and marked as "Exhibit A," subject to any revisions required to be made by the City during the review by the City's site plan review process and building permit plan review process.

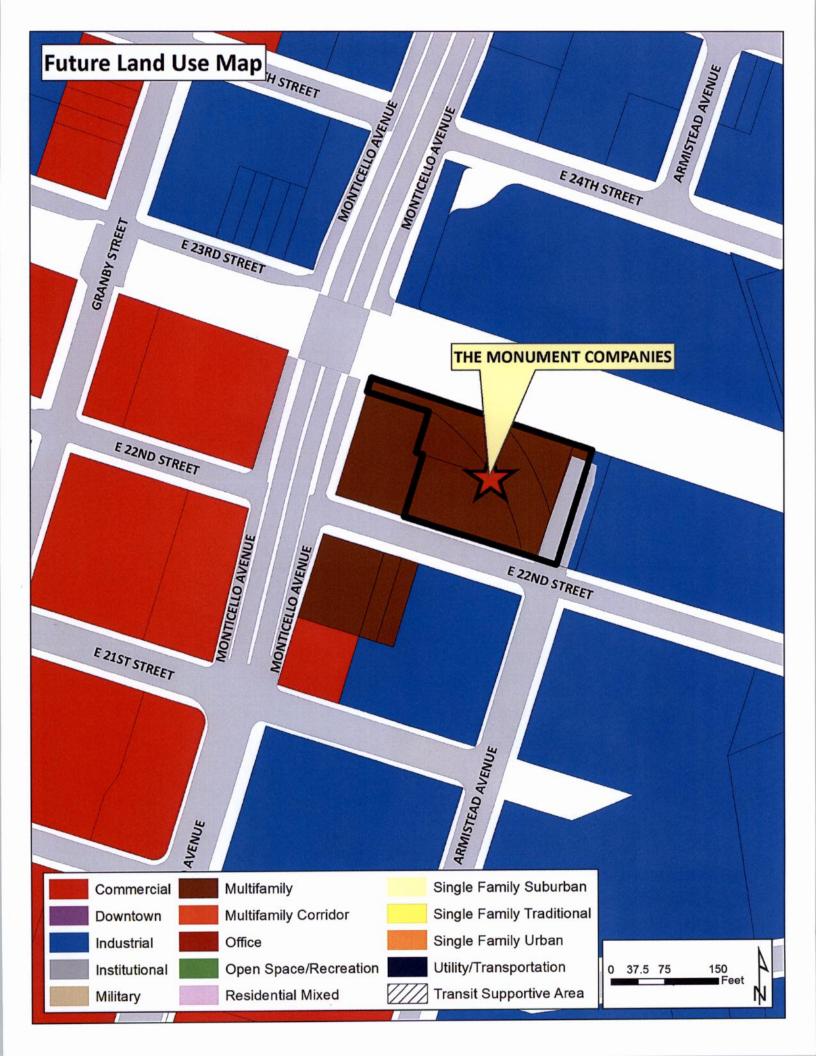
Section 4:- That this ordinance shall be in effect from the date of its adoption.

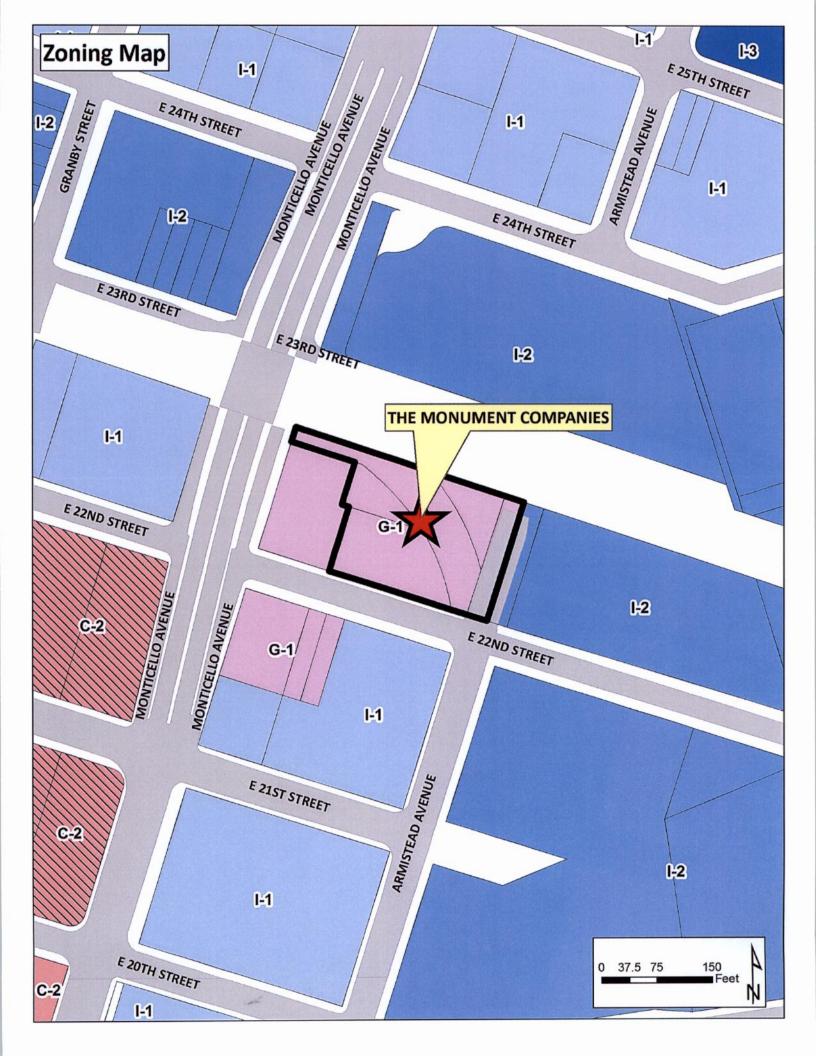
ATTACHMENT: Exhibit A (1 page)

Exhibit A



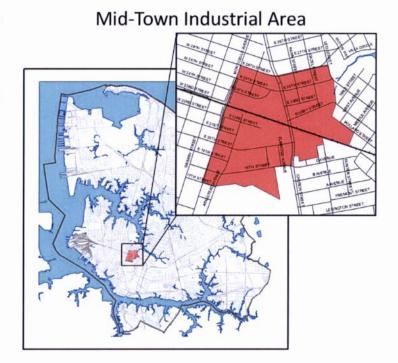






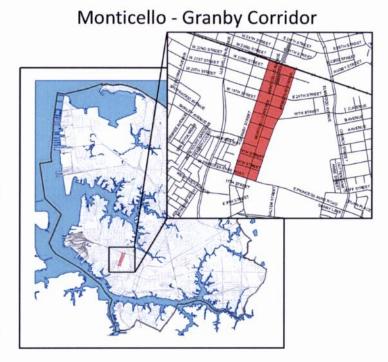
Action N5.1.16. Continue to implement the following actions for the Mid-Town Industrial Area.

- o N5.1.16(a). Explore making Fawn and Gazel Streets twoway streets.
- o N5.1.16(b). Market underutilized warehouse spaces for reuse.



Action N5.1.18. Implement the following actions for the Monticello-Granby Corridor.

- o N5.1.18(a). Promote the transition of the Monticello-**Granby Corridor** from predominantly industrial and automobileoriented uses to a higher intensity of mixed use development, including residential.
- o N5.1.18(b). Ensure that all new development projects provide an active



- streetscape for Granby Street and Monticello Avenue by constructing buildings with active first floor uses, with façades built to the right-of-way line, and with at least 50% first floor transparency.
- N5.1.18(c). Ensure that new development does not negatively impact the residential and institutional character of the surrounding neighborhoods by providing adequate parking for all uses and adequate open space for residential uses.
- o N5.1.18(d). Consider expansion of the G-1 zoning district, or the creation of one or more additional zoning districts throughout the corridor to ensure appropriate development form.



APPLICATION G-1 Granby/Monticello Corridor Development Certificate

Date of application: April 5, 2016
DESCRIPTION OF PROPERTY
Proposed Location of Property: Street Number) <u>210</u> (Street Name) <u>E. 22nd St</u> Zoning Classification: <u>G-1</u>
Existing Use of Property: <u>Vacant warehouse</u>
Current Building Square Footage: 30,991 sf
Proposed Use: Residential Multi-Family (36 units)
Trade Name of Business (If applicable)
APPLICANT (If applicant is a LLC or a Corp./Inc., include name of official representative and/or all partners) 1. Name: The Monument Companies, LLC
2. Name of applicant: (Last) <u>Johnson</u> (First) <u>Chris</u> (MI) <u>D</u> Mailing address of applicant (Street/P.O. Box): <u>1425 East Cary</u> Street
(City) Richmond (State) VA (Zip Code) 23219 Daytime telephone number of applicant (443) 223.3325 Fax (804) 303.7348
E-mail address of applicant: <u>ebarrineau@themonumentcompanies.com</u>

DEPARTMENT OF CITY PLANNING

Granby/Monticello Development Certificate Page 2

	(If agent is a LLC or a Corp./Inc., include name of official representative and/or all partners)				
	1. Name: The Monument Companies, LLC				
	2. Name of applicant: (Last) <u>Johnson</u> (First) <u>Chris</u> (MI) <u>D</u>				
	Mailing address of applicant (Street/P.O. Box): 1425 East Cary Street				
	(City) Richmond (State) VA (Zip Code) 23219				
	Daytime telephone number of applicant (443) <u>223.3325</u> Fax (804) <u>303.7348</u>				
	E-mail address of applicant: <u>ebarrineau@themonumentcompanies.com</u>				
PROPERTY OWNER (If property owner is a LLC or a Corp./Inc., include name of official representative and/or all partners)					
	3. Name of property owner: (Last) Atlas Flats, LLC (First) MI)				
	Mailing address of property owner (Street/P.O. box): 520 W 21st St, Suite G2-110				
	(City) Norfolk (State) VA (Zip Code) 23517				
	Daytime telephone number of owner (757)615.4615 _				
	E-mail address of property owner:_andy@rockvilledevelopment.com				
	CIVIC LEAGUE INFORMATION				
	Civic League contact: _Ted Enright, Ghent Business Association				
	Date(s) contacted: _04/04/2016. Will present at May 11th GBA Meeting_				
	Ward/Super Ward information: Ward 4, Super Ward 7				

DEPARTMENT OF CITY PLANNING

Granby/Monticello Development Certificate Page 3

CRITERIA FOR REVIEW

Please provide the following information:

- (a) Use characteristics of the proposed development, including provision for groundfloor active uses and continuity along surrounding street fronts and provision of residential uses within the surroundings.
 - This development is an adaptive reuse of an existing warehouse building to 36 apartments. There will be dwelling units on the ground floor and all historic openings on street frontages will be maintained.
- (b) Preservation of historic structures and districts; preservation of significant features of existing buildings are to be renovated; relation to nearby historic structures or districts including a need for height limits. <u>This project seeks tax credit approval with Department of Historic Resources</u>
 - (DHR) and the National Park Service (NPS). Consequently, the historic fabric of the building will be maintained and improved. Historically significant features will be restored and maintained. The current building envelope will not have a visible change from the street level with regard to height or massing.
- (c) Location and adequacy of off-street parking and loading provisions, including the desirability of bicycle parking.
 - One vehicle parking space for each unit is required. Forty-four parking spaces for cars are proposed, which allows for one space per unit plus eight additional parking spaces. One bicycle parking space for every six units is required. We propose six bicycle parking spaces as shown on the site plan.
- (d) The provision of open space to meet the requirements of the district; the location, design landscaping and other significant characteristics of this public open space, and its relation to existing and planned public and private open space. The lot area is 37,637 sf and the lot coverage is 11, 561 sf (31%; 80% allowed). We propose 8,263 sf (22%; 15% minimum required) of open space on the lot. A pool amenity for tenants as well as green space are proposed on the rear of the site.
- (e) Pedestrian circulation within the proposed development and its relation to any available public open space and pedestrian circulation patterns, particularly to plans for any improved pedestrian connections.

 Existing pedestrian circulation (sidewalk) is maintained.
- (f) Architectural relationships, both formal and functional, of the proposed development to surrounding buildings, including building siting, massing, proportion, and scale. No changes to the existing historic structure with regard to massing, siting, proportion or scale. Historic openings will be maintained and restored.
- (g) Protection of significant views and view corridors.

 No change to the scale or massing of the existing structure visible from the street level, so all significant views and corridors are maintained.

DEPARTMENT OF CITY PLANNING

Granby/Monticello Development Certificate Page 4

REQUIRED ATTACHMENTS

- Required application fee, \$5 (if check, made payable to the City of Norfolk).
- If walvers are requested, additional analysis will be needed; which will require an additional fee of \$100.
- · Description and details of proposal.
 - One 8½ x 14 inch or 11 x 17 inch copy of a physical survey, drawn to scale and showing site conditions and improvements (including portions of the right-of-way to the curb line):
 - Existing and proposed building structures
 - Driveways and Parking
 - Landscaping
 - Property lines (see attached example)
 - Location and dimensions of onsite signage
 - Please provide the names and addresses of all professional consultants advising the applicant in the proposed development
 - One 8 ½ x 14 inch or 11 x 17 inch copy of a conceptual site plan drawn to scale and showing all proposed site improvements, landscaping, drive aisles and parking with dimensions, and proposed changes to parcel/property lines (including lease lines) if applicable.

	complete application and certify rate to the best of my knowledge	
(Signature of Pr	operty Owner, or Authorized Agent of Prop	perty Owner) (Date)
Print name: (Applica	Sign:	// (Date)
ONLY NEEDED IF APPLICA	BLE:	
Print name:(Authoriz	Sign:ed Agent Signature, if applicable)	/ (Date)

DEPARTMENT OF CITY PLANNING

April 4, 2016

Department of City Planning 810 Union Street, Room 508 Norfolk, Virginia 23510

City Surveyor Division of Surveys City of Norfolk Room 750, City Hall Building Norfolk, Virginia 23501

RE: 210 East 22nd Street

To Whom It May Concern:

Please accept this letter on our behalf (Owner of the below properties), to grant permission to The Monument Companies to file applications for the Granby Development Certificate and Site Plan Review and all other necessary submittals with the City of Norfolk for the properties listed below.

210 E. 22nd Street

Parcel 1: 1438133154 & 1438133078

206 E. 22nd Street

Parcel 2: 1438134174

W S Armistead Avenue

Parcel 3: 1438135035

N S E 22nd Street

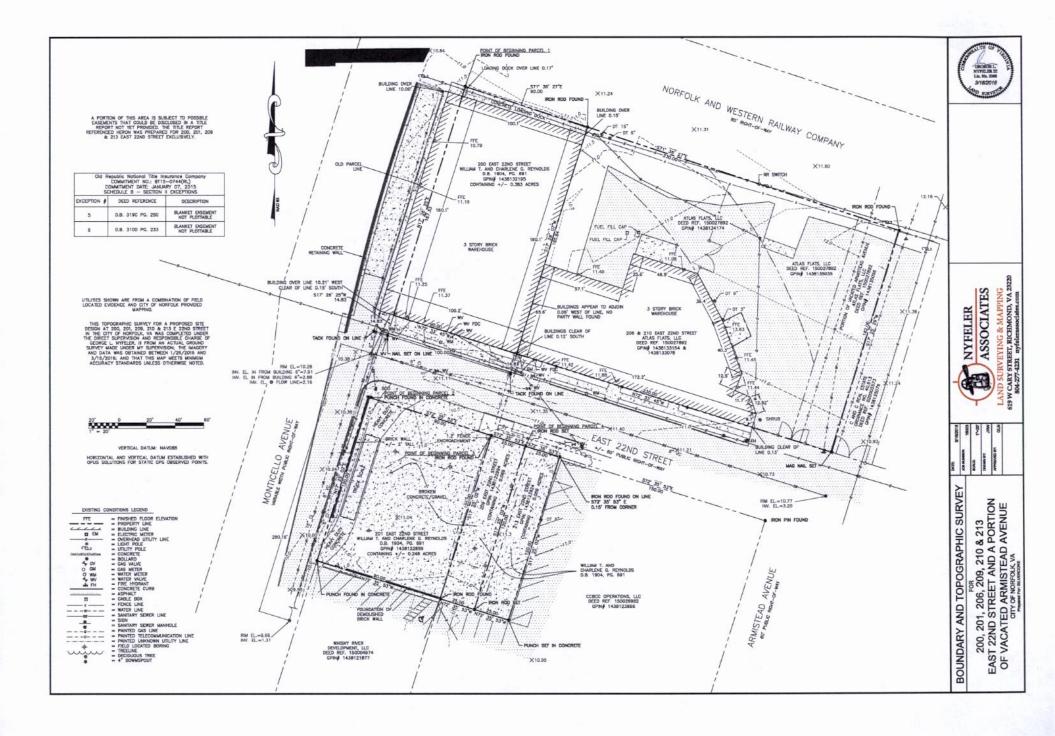
Parcel 4: 1438135056

Sincerely,

Andy McCullough

Owner, Atlas Flats, LLC

musumy



Simons, Matthew

From:

Straley, Matthew

Sent:

Wednesday, April 13, 2016 10:47 AM

To:

'ted@nusbauminsurance.com'

Cc:

Riddick, Paul; Williams, Angelia M.; Wilson, Denise; Simons, Matthew

Subject:

new Planning Commission application

Attachments:

Monument Companies.pdf

Mr. Enright,

Attached please find the application to grant a Granby Development Certificate without waivers to permit a substantial renovation of an existing structure located at 210 East 22nd Street.

The item is tentatively scheduled for the May 26, 2016 Planning Commission public hearing.

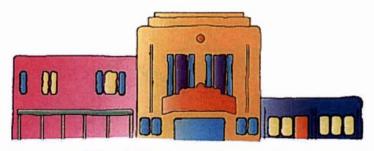
Staff contact: Matt Simons at (757) 664-4750, matthew.simons@norfolk.gov

Thank you.

Matthew Straley GIS Technician II



Connect with us: www.norfolk.gov



Ghent Business Association

May 24, 2016

City Council City of Norfolk City Hall Norfolk, VA 23510

To whom it may concern,

The GBA would like to express its support for the project proposed for the address 210 E. 22nd Street by Monument Construction.

Sincerely,

Ted Enright Corresponding Secretary Development Committee Chairman Ghent Business Association